

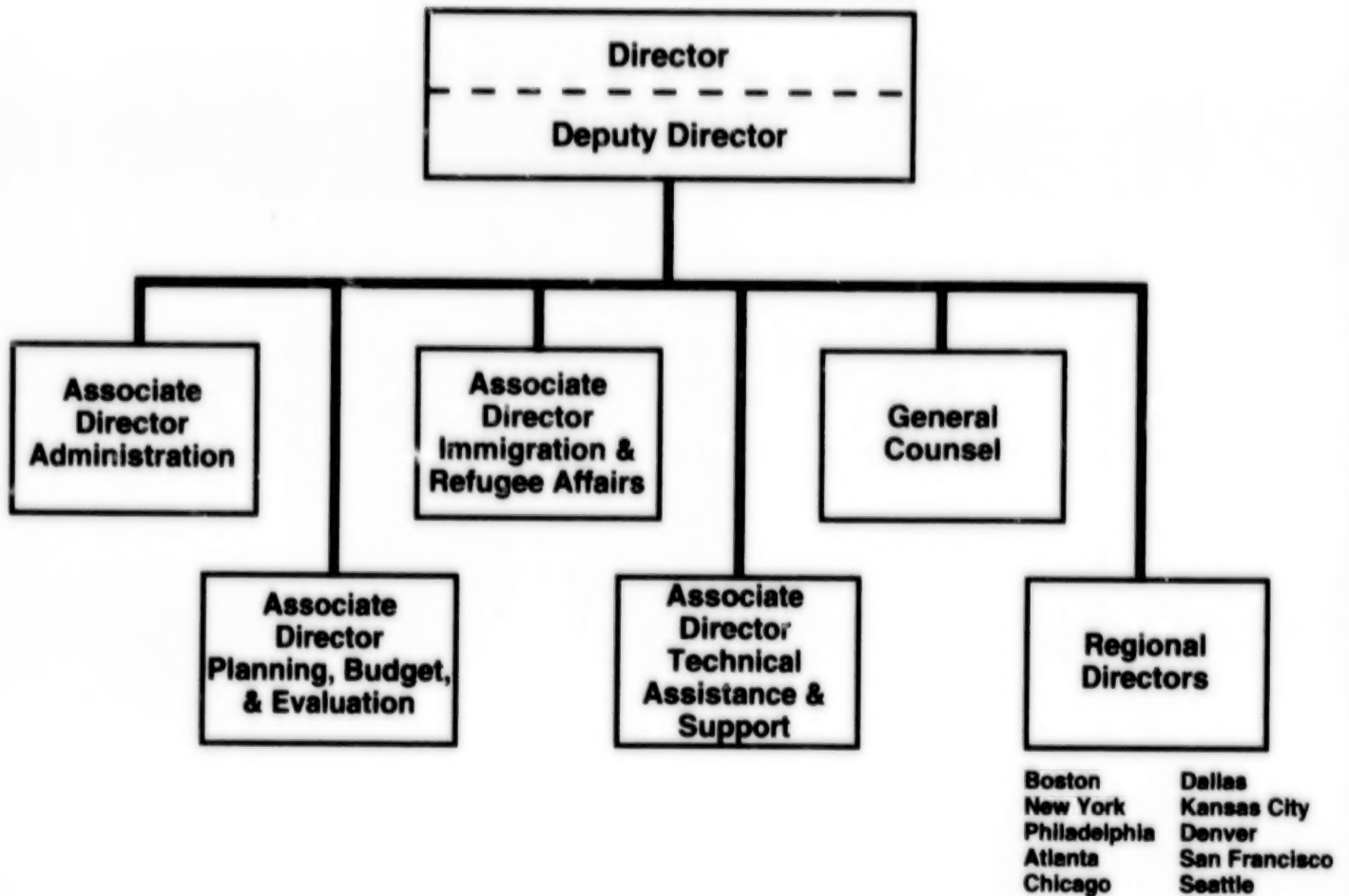
U.S. Department of Justice
Community Relations Service

The Annual Report of the Community Relations Service

1990



CRS Organizational Chart



To the Senate and House of Representatives of the
United States of America in Congress Assembled:

With this statement I am transmitting a report on the activities of the Community Relations Service (CRS) of the U.S. Department of Justice for Fiscal Year 1990, as required by Section 100 of the Civil Rights Act of 1964 (P.L. 88-352) and by Reorganization Plan No. 1 of 1966, as revised by 28 C.F.R. 0.30(b).

This report sets forth the Service's conflict resolution activities and the immigration and refugee assistance program, so that Members of Congress may assess the Service's performance in executing its statutory mandate.

Respectfully submitted,

Grace Flores Hughes

Grace Flores Hughes
Director

Foreword



The Community Relations Service (CRS) initiated several activities in FY 1990 to extend its service to racially troubled communities in the United States. CRS works toward engineering peaceful community relations by building bridges—with arches of mutual understanding cemented by joint action.

President Bush, at the White House signing ceremony for the Hate Crime Statistics Act on April 23, 1990, announced CRS's initiation of a toll-free "hot line" telephone service to facilitate reporting by the public of incidents of harassment and hate violence arising out of prejudice based on race, color, or national origin. During the first six months of operation, over 2,140 calls were logged.

For the first time, joint efforts were begun with other Federal agencies that will assist in resolving community racial tensions. I signed a Memorandum of Understanding with the Department of Housing and Urban Development, Office of Drug Free Neighborhoods, on Operation Jumpstart. The purpose of the agreement is to form crisis response teams in public housing properties where drug and gang activity has reached crisis proportions. Another agreement, signed with the U.S. Coast Guard, will develop a model for an organizational safety net to ensure the successful relocation of minority Coast Guard members

assigned to locations where there might be a lack of community receptivity.

Several additional Memoranda of Agreement bring resources to CRS to address problems faced by specific immigrant populations. One agreement with the Immigration and Naturalization Service (INS), provides resources for the second year to support humanitarian services to undocumented aliens and unaccompanied minors pending their immigration case disposition. Another agreement with the Public Health Service provides humanitarian health care for Cuban and Haitian entrants. For the third year, an agreement with the Office of Refugee Resettlement, Family Support Administration, U.S. Department of Health and Human Services, provides resources to support workshops for law enforcement officials and Southeast Asian refugees to improve the safety of a refugee community affected by hate activity and youth crimes.

To decrease rising tension levels between racial and ethnic minority groups in the United States, I initiated dialogues between Blacks and Asian-Americans and between Blacks and Hispanics. The purpose of the dialogues is to facilitate the establishment of coalitions among minority groups in the United States by increasing their communication on issues they hold common. It is anticipated that, through these dialogues, minority groups will resolve differences through better understanding of one another.

In FY 1990, CRS employed a variety of methods to address racial problems on college and university campuses. CRS assisted school officials to assess campus tension following racial incidents and to respond to complaints of racial discrimination more effectively. CRS also conducted cultural diversity training for faculty, staff and students.

Voting rights are a priority of the U.S. Attorney General and CRS continues to conduct mediation activities in this program area, particularly regarding disputes over at-large or single-member districts.

The credit that CRS support and field staff have received for their efforts is a source of special pride. Administrative Assistant Scarlet Parham, Office of Technical Assistance and Support in Washington, D.C., received the Attorney General's Award for Excellence in Administrative Support in FY 1990. Also, in addition to numerous recognitions accorded CRS staff by the localities that they have served, Northwest Regional Director Robert Lamb, Jr., was awarded the Department of Justice's Distinguished Service Award for his dedicated service to communities through the conciliation of racial disputes.

This report provides just a snapshot of CRS and the people in communities across the country with whom we worked in FY 1990.

Sincerely,

Grace Flores Hughes

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Executive Summary

CRS administered several programs during Fiscal Year 1990 designed to address racial tension and provide primary and secondary resettlement services to Mariel Cubans and Haitians. The following summary provides a statistical profile of those activities.

CRS responded to more reports of racial incidents and requests for conflict resolution assistance in FY 1990 than in FY 1989:

- The number of alerts of racial incidents or problems on college and university campuses recorded by CRS rose from 95 to 111, an increase of 17 percent. This represents more than a threefold increase since FY 1987, when CRS received 34 alerts.
- The number of interracial conflict alerts rose from 400 to 546, an increase of 37 percent. This category includes activity by groups such as the Ku Klux Klan and Skinheads, and anonymous hate activity.
- The number of community disorder alerts (including riots and conflagrations) increased from 52 to 61, or 17 percent.
- The number of alerts of alleged excessive use of force (EUF) by police officers dropped 2 percent from 168 alerts in FY 1989 to 164 in 1990.

In FY 1990, CRS provided primary and secondary resettlement services to 1,271 Mariel Cuban and Haitian clients, 148 more than the year before. As in FY 1989, the number of persons served increased substantially due to continued high levels of Haitian migration to the United States, resulting from a variety of social and economic factors there.

In April, 1990, as part of the Department of Justice's initiatives addressing hate violence, CRS initiated a toll-free telephone hotline, 1-800-347-HATE, for individuals to report incidents of hate activity. Through the hotline, CRS collected data concerning incidents which are perceived to result from discrimination based on race, color, national origin, religion, or sexual preference.

- After six months, CRS entered over 2,140 records into its hotline database. During this

period, 865 incident-based calls were recorded. Of these, 701 incidents targeted people rather than property.

- In the 695 calls where the location of the incident was given, 25 percent occurred on school campuses (about one-third on college campuses), 21 percent at businesses, and 17 percent at religious buildings or property. The remaining 37 percent occurred at various locations in the community.
- Sixty-seven percent of the callers were between 25 and 54 years of age and 19 percent between 14 and 24.
- A breakdown of the calls shows that 41 percent of the calls reported victimization of Whites; 32 percent Blacks; 10 percent Hispanics; six percent Asians or Asian Indians; and five percent Native Americans.
- Fifty-seven percent of the reported offenders were White; 27 percent Blacks; 8 percent Hispanic; 3 percent Asian or Asian Indian; and 1 percent Native American.
- In eight percent of the calls, the reported basis of victimization was sexual orientation, and in one percent it was religion.

CRS is: “. . . to provide assistance to communities and persons therein in resolving disputes, disagreements, or difficulties relating to discriminatory practices based on race, color, or national origin . . .”

(42 U.S.C. 2000g)

CRS Mission and Structure

The Community Relations Service (CRS) was established by Title X of the Civil Rights Act of 1964. It was subsequently modified by 5 U.S.C. 903; Reorganization Plan No. 1 of 1966, transferring it to the Department of Justice.

The primary responsibility of the Community Relations Service (CRS) is: “. . . to provide assistance to communities and persons therein in resolving disputes, disagreements, or difficulties relating to discriminatory practices based on race, color, or national origin . . .” (42 U.S.C. 2000g) that impair the rights of citizens under the Constitution or the laws of the United States. As an Agency of the Department of Justice, CRS concentrates on resolving interracial confrontation; assisting State and local law enforcement and other agencies in improving their service to, and relations with, minority communities; and assisting local jurisdictions in responding to riots, demonstrations, civil disorders and hate violence.

Under this mandate, CRS provides direct conflict resolution assistance to communities to peacefully resolve community racial and ethnic conflict. It is not an investigative or enforcement agency, but carries out its mission by using the techniques of mediation, technical assistance and training. CRS responds to problems at the request of local officials or representatives of community organizations or upon its own volition, where there have been independent reports of tension or conflict.

A second major CRS responsibility is to provide Cuban and Haitian entrants in detention or institutional care facilities with humanitarian assistance, placement, and resettlement services as authorized by Title V of the Refugee Education Assistance Act of 1980 (8 U.S.C. 1522). These functions were transferred to the Department of Justice by Executive Order 12341 of January 21, 1982.

Organizational Structure

CRS is composed of six Headquarters Offices and 10 Regional Offices. A brief outline of Office responsibilities follows.

Office of the Director

The Office of the Director sets overall CRS policies, procedures, and priorities. The Director develops and implements long range plans of the Agency and represents the Department in community relations matters based on race, color, and national origin with the Congress, the Executive Branch, and private and public agencies. The Office also coordinates Departmental efforts in community relations matters pertaining to resolution of racial and ethnic conflicts and refugee resettlement.

Office of Planning, Budget and Evaluation

The Office of Planning, Budget and Evaluation manages, coordinates, and implements all planning, budget, and program evaluation activities, and develops strategies for Agency growth and development. It measures Agency effectiveness, statistically analyzes casework, and evaluates programs. This Office maintains the Agency's case reporting and management information systems.

Office of Technical Assistance and Support

The Office of Technical Assistance and Support (OTAS) coordinates all technical assistance programs which support the conflict resolution program. It provides ongoing review of field operations for the Director and coordinates activities of the Regional Offices. In addition, the Office manages the Agency's crisis command activities to respond to major crises. OTAS develops conflict resolution models and provides training, technical assistance, outreach and conciliation services.

Office of Immigration and Refugee Affairs

The Office of Immigration and Refugee Affairs (IRA) oversees all CRS immigration and refugee activities, including administration of the Cuban/Haitian Entrant Program (CHEP) which provides Cuban and Haitian entrants in detention or institutional care facilities with humanitarian assistance, placement, and resettlement services.

Office of Administration

The Office of Administration manages all activities, personnel, space, procurement, staff development, and property related issues. It provides direct liaison to the Justice Management Divisions of the Department of Justice for all CRS components on matters of an administrative nature.

General Counsel

The General Counsel provides legal counsel to the Director and the Executive Staff. The General Counsel reviews conciliation casework for legal sufficiency; defends the Service against subpoenas demanding testimony or documents in violation of its statutory confidentiality privilege; represents or oversees CRS representation in administrative proceedings; monitors negotiations for Federal assistance and for agreements with Federal agencies for legal sufficiency; and acts as liaison with the Department of Justice litigative divisions and components and other Federal agencies.

Regional Offices

The Regional Offices provide conciliation services within their geographic areas. These services include mediation, training, technical assistance and outreach to communities with problems and disputes based on race, color and national origin. The Regional Offices also assist and support activities of the Office of Immigration and Refugee Affairs within their jurisdiction.

Special Initiatives

Clockwise (right): CRS Headquarters staffer Sheila Bratton answers CRS hotline during the regular operation of the hotline.

(Photo by Daryl Borgquist)

Gail Padgett, CRS Hotline Coordinator and Associate Director for the Office of Technical Assistance and Support, answers questions from CRS employees and Center for Missing and Exploited Children about the procedures that will be used during the first night of the hotline's operation after a nationwide public service announcement on the television show "21 Jump Street."

(Photo by Daryl Borgquist)

CRS Headquarters staffers Judy Kutscher (left) and Maria Davis take information about racially-related incidents, as well as reports of harassment based on religion or sexual orientation.

(Photo by Daryl Borgquist)



Above: Center for Missing and Exploited Children employee (left) and CRS Headquarters staffer Richard Gutierrez (right) answer 1-800-347-HATE tollfree hotline following nationwide public service announcement on April 30, 1990, in Arlington, Virginia. The Center's staff assisted CRS with initiating the hotline on opening night.

(Photo by Daryl Borgquist)



The CRS Director established three special initiatives during FY 1990 which address particular needs that were identified through the Service's regular casework. These initiatives included a hotline to report hate activity, dialogues to provide a forum for Black and Hispanic and Black and Asian/American communication, and joint agreements with several other Federal agencies.

1-800-347-HATE HOTLINE

On April 30, 1990, the Community Relations Service initiated a 1-800-347-HATE telephone hotline for reporting incidents of harassment and hate violence arising out of prejudice based on race, color, or national origin. On May 9, 1990, CRS was authorized to receive reports of incidents based also on sexual orientation and religion.

The President announced initiation of the toll-free telephone service at the signing of the Hate Crime Statistics Act. The 800 line enables CRS to reach more individuals and communities who are involved in racial and ethnic disputes, disagreements, and difficulties. The line provides individuals who are parties to racial or ethnic disputes involving harassment or hate violence a safe, immediate, and effective way of requesting assistance. Hotline calls requesting assistance based on race, color, or national origin are referred to one of CRS' 10 Regional Offices for attention. CRS collects information and tabulates calls reporting incidents of hate violence and harassment arising out of sexual orientation and religious prejudice.

In the first six months of operation, CRS received over 2,140 calls on the 800 line. Seven hundred and one calls reported incidents targeted at people rather than property, the majority of which involved verbal or physical attacks. Twelve cross burnings and 10 occurrences of swastika graffiti were reported.

Most of the calls involved persons between 25 and 54 years of age (67%); 19 percent involved persons between 14 and 24 years of age. Forty-one percent involved reported victimization of White persons; 32 percent involved Blacks; 10 percent Hispanics; six Asians or Asian Indians; and five percent Native Americans. Fifty-seven percent of the reported offenders identified by callers were White; 27 percent were Blacks; eight percent Hispanic; three percent Asian or Asian Indian; and one percent Native American. Forty-



Tracy Lee, CRS Office of Administration, numbers reports of harassment taken on the hotline.

(Photo by Daryl Borgquist)

eight percent of the reported offenders were between the ages of 14 and 24. Eight percent reported the cause for victimization as sexual orientation and one percent for religion.

Dialogues

The Community Relations Service has noted an upward trend in racial conflicts between minority groups in recent years. During FY 1989, CRS recorded 75 incidents of racial and ethnic conflict between Blacks and Hispanics, up from 61 in FY 1988. During the first half of FY 1990, CRS recorded 56 such incidents, up 37 percent from the first half of FY 1989. This trend was most dramatically displayed by the series of violent and deadly racial clashes in Miami during the 1980s between Blacks and Hispanics. Other conflicts have occurred between Asians and Blacks in New York and other areas.

In an effort to more clearly understand this phenomenon and to develop general techniques for avoiding such minority-versus-minority confrontations, CRS sponsored an Asian/Black Dialogue in Washington, D.C., and will sponsor a Black/Hispanic Dialogue in FY 1991 at Harvard University. The purpose of the dialogues is to develop proposals or recommendations on issues

held in common that will lead to methods of peaceful resolution of disputes between minority groups at the local level.

Joint Agreements

CRS entered into several interagency agreements with the U.S. Department of Housing and Urban Development, the U.S. Coast Guard, and the U.S. Department of Health and Human Services to provide assistance in resolving disputes based on prejudices of race, color, and national origin.

Operation Jumpstart. The Community Relations Service entered into a Memorandum of Understanding with the Office of Drug Free Neighborhoods of the U.S. Department of Housing and Urban Development (HUD) to initiate *Operation Jumpstart* in Public Housing Authorities (PHAs) around the country. Through this partnership, CRS will train local crisis response teams to respond to conflict in such PHAs, where drug and gang activity is resulting in a public crisis. CRS also will work closely with HUD to initiate future programs in PHAs that will enable local officials and residents to regain control of their neighborhoods and homes.

United States Coast Guard. On July 18, 1990, CRS signed a Memorandum of Understanding with the U.S. Coast Guard to work with com-

munities nationwide to smoothly assimilate Coast Guard Service members of all races, colors, and national origins into the communities where they are they are assigned.

Under the agreement, CRS will advise the Coast Guard on development of mechanisms for processing service members' complaints of harassment or discrimination based on their race, color, or national origin, including the identification of community and civic groups that can help resolve service members' complaints of harassment; assist the Coast Guard in their assessment of the community social climate by providing information based on CRS' knowledge of relevant incidents; and mediate disputes between the Coast Guard and community entities.

The Coast Guard will implement procedures for processing complaints regarding community harassment of service members or their families; establish and maintain communication with CRS Regional Offices in order to work cooperatively in resolving service members' complaints; work with CRS in issuing a publication for use by communities and other branches of the uniformed services that receive or place personnel in areas where racial tension may escalate; and cosponsor a conference with CRS for representatives of other military service branches that would benefit through the implementation of the racial tension reduction model developed by the Coast Guard and CRS.

Refugee Workshops. CRS conducted 11 workshops across the country, bringing together over 1,500 individuals representing more than 50 cities, to address problems related to the successful resettlement of refugees. This was accomplished under an Interagency Agreement between CRS and the Office of Refugee Resettlement (ORR), a component of the Family Support Administration of the U.S. Department of Health and Human Services. The workshops focused primarily on relations between Asian refugee communities and the law enforcement agencies that serve them. Long term goals of the Interagency Agreement are to improve the safety and security of refugee communities and to ensure community stability as a means of fostering refugee economic self-sufficiency. Refugees are often the victims of racial violence committed by other residents of communities into which they have been resettled and of criminal acts by youths and gang organizations. The objective for each workshop is to establish working partnerships between local law



The Community Relations Service and the United States Coast Guard (USCG) sign and present the Memorandum of Understanding at USCG headquarters on Buzzard's Point in Washington, D.C., to cooperate with communities throughout the country on assimilating USCG members of all races, colors and national origins. Left to right are: Walter R. Somerville, Chief, USCG Office of Civil Rights; Grace Flores Hughes, CRS Director; and Admiral J. William Kime, Commandant, USCG.

(Photo by Daryl Borgquist)

enforcement and other agencies and the refugee communities they serve.

Specifically the workshops provide:

- Cross-cultural training for law enforcement participants;
- Orientation for refugee communities on civil rights and responsibilities;
- Information sharing among law enforcement agencies; and
- Opportunity to plan joint activities which encourage refugees to report crimes and assist law enforcement officials to more effectively protect refugee communities.

Other issues addressed in the workshops included: youth gangs and drugs; hate crimes; problems facing refugee youth, elderly, and women; training of bilingual workers; and equitable access to public services.

Workshops were held in the following jurisdictions: Boston, Massachusetts; New Orleans, Louisiana; Modesto, Oakland, and Orange County, California; Portland, Oregon; Providence, Rhode Island; Salt Lake City, Utah; St. Paul, Minnesota; Tampa, Florida; and Washington, D.C.



CRS Conciliator Efrain B. Martinez chairing a workshop on Vietnamese Gulf Coast fishing issues at the CRS/CRR Consultation in New Orleans, Louisiana, in August 1990. Participating are: United States Coast Guard, Gulf States game wardens, U.S. National Marine Fisheries, Gulf States Seagrass Program officials, and Vietnamese leaders.

(Photo courtesy CRS field staff.)

Summary of FY 1990 Activities and Accomplishments

Conflict Resolution Activities

Conflict Resolution Workload

The CRS mission, providing assistance through conflict resolution services, is primarily carried out by the 10 Regional Offices of the Community Relations Service. The conflict resolution workload consists of the conciliation services, outreach, and immigration and refugee affairs liaison programs.

The conciliation services program, which represents the largest component of the workload, is measured through three principal means: alerts of racial disputes or incidents filed; assessments of disputes or incidents completed; and cases conducted using mediation, training and technical assistance to resolve conflicts.

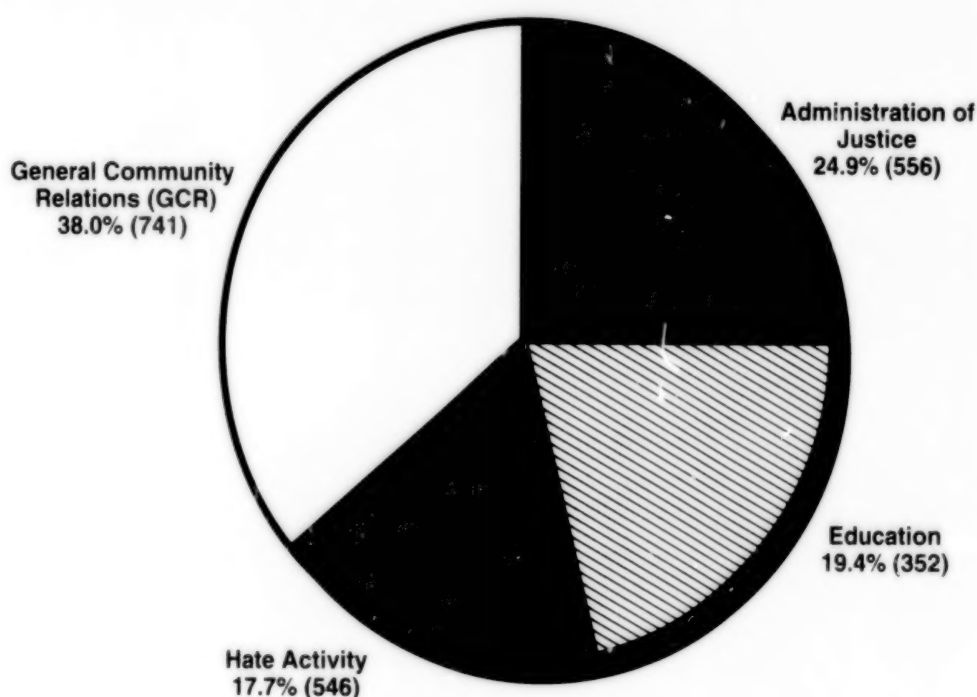
Regional Office Conciliation Specialists file **alerts** when they identify a conflict or a dispute resulting from race, color, or national origin

bias. **Assessments** are conducted to confirm initial information filed in the alerts to determine whether CRS should intervene and, if so, how to proceed. **Conciliation** is a process used to address the dispute. Conciliation may include **mediation**, training, and/or technical assistance to help the disputing parties to clarify their concerns and agree on ways to address those concerns or issues. Mediation agreements often include provisions for monitoring and enforcement by the disputing parties themselves.

Resolution of Community Disputes

CRS's case management philosophy emphasizes case impact rather than case volume. That is, CRS seeks to: (1) Identify racial and ethnic disputes, conflicts, and difficulties; (2) Systematically assess and identify those disputes having the greatest community significance; and (3) Service

CRS Alerts - FY 90



those disputes upon which CRS assistance would have the greatest possible effect.

Using these guidelines, CRS' conflict resolution activities address racial and ethnic disputes categorized into three major areas: **Administration of Justice, Education, and General Community Relations**. Chart 1 reflects the distribution of CRS alerts in Fiscal Year 1990 across the three categories.

Administration of Justice

The Administration of Justice conciliation activities are directed at reducing the occurrence of conflicts arising from actual or perceived discrimination in the way law enforcement is administered in the United States. CRS focuses on relations between minority communities and police, where the most volatile conflicts have occurred, often in the wake of actual or perceived police use of excessive force. Activities in this program include: assisting police departments to establish effective police/community relations, resolving disputes from allegations of police excessive use of force, and addressing concerns in correctional institutions.



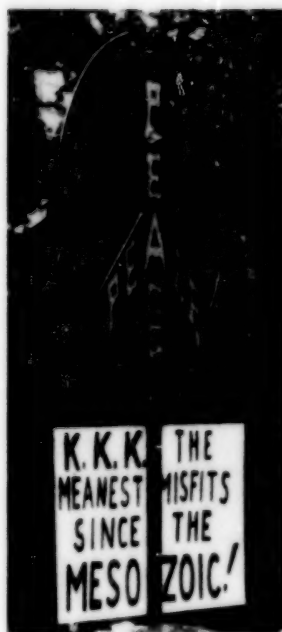
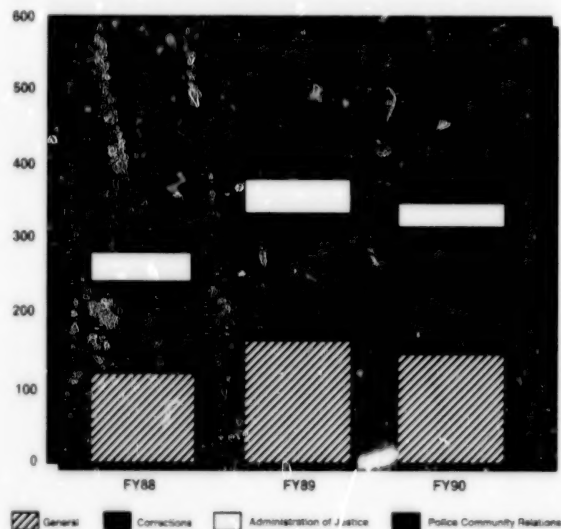
Ku Klux Klan demonstration march and counter demonstrators clash in Washington, D.C. on Labor Day Weekend 1990.

(Photos courtesy of CRS Southeast Regional Office Conciliator Ernest Jones.)



Chart 2 illustrates the total number of Administration of Justice alerts filed in fiscal years 1988, 1989, and 1990. Despite the rising number of Administration of Justice cases, the number of excessive use of force (EUF) alerts filed between Fiscal Years 1989 and 1990 remained almost constant.

**CRS Alerts: AOJ
Fiscal Years 1988-1990**



The following summaries illustrate Fiscal Year 1990 Administration of Justice casework.

Virginia Beach, Virginia

CRS' most labor intensive case of FY 1990 involved the assistance provided to the city of Virginia Beach and the minority community of the Norfolk Tidewater area following the Labor Day Greekfest riots in 1989. The city of Virginia Beach began planning for the 1990 Labor Day Weekend almost immediately after the 1989 riot. CRS assisted



Laborfest '90 events and logistics drew high media attention.

(Photo by Daryl Borgquist.)

in convening key meetings between city officials, law enforcement and the minority community in preparing for Laborfest 1990. Upon CRS advice, the city established minority community self-marshals and organized rumor control mechanisms to avert violence.

For Labor Day Weekend itself, CRS convened a nine-person team to assist Virginia Beach and the minority community with on-site conciliation for an estimated 24,000 visitors to the Virginia Beach oceanfront. The team assessed reported apprehension by merchants about their safety and security. When CRS observed and reported that police officer clusters in the oceanfront area were causing heightened tension, law enforcement line officers received instructions at the next roll call to avoid clustering. CRS facilitated agreements over the deployment of clergy and National Black Police Officers Association members, when conditions required their involvement.

Teaneck, New Jersey

The New Jersey State Attorney General requested CRS assistance following the fatal shooting of a Black male teenager on April 10, 1990, by a White Teaneck police officer. The officer was responding to a report that a group of Black youths was brandishing a gun at a playground. The youth was allegedly shot in the leg and back as he ran from police. Subsequent to the shooting, there was a mass gathering of community residents in front of the municipal complex. Though residents dispersed without incident after the



CRS Laborfest Conciliation Team. Front row, left to right: Valentin Obregon, Henry Muchman, Frank Tyler, Judith Kruger. Back row: Moses Jones, Tom Battles, Booker Neal, Jonathan Chace.

(Photo by Daryl Borgquist.)

Chief of Police and leaders from the local NAACP addressed the crowd, CRS assistance was requested. CRS responded immediately, convening and facilitating meetings between city officials and community leaders.

The next day youths began to congregate in front of the municipal complex during the early afternoon. Afternoon and early evening news programs reported an unrelated racial incident at the complex. By 8:00 p.m., the crowd was estimated at 1,500. CRS staff, who were monitoring the crowd, detected major changes in its attitude.

and informed the City Manager and the police of the heightened potential for violence. Despite the urging by community leaders for the youths to remain peaceful, the crowd began looting nearby businesses. Order was restored in a short time, but a number of businesses were destroyed. CRS mediated an agreement among all parties to create a biracial taskforce to address bias incidents and allegations of police misconduct.



CRS Regional Director Pat Glenn provides conflict management training in a meeting cosponsored with the New Jersey Human Relations Commission on August 13 and 14, 1990. (Photo by CRS field staff.)

Ganienkeh and Akwasasne Mohawk Reservations, New York

CRS conciliated a number of Native American sovereignty and law enforcement jurisdiction issues on the Ganienkeh and Akwasasne Mohawk reservations in New York near the Canadian border.

On March 29, 1990, a U.S. Army helicopter flying over the Ganienkeh Indian Reserve was shot down by ground fire. The Mohawks requested CRS assistance to mediate among them, the Federal Bureau of Investigation (FBI) and the New York State Police who were investigating the incident. The Mohawk leaders believed that the presence of non-tribal law enforcement was a violation of their tribal sovereignty. CRS facilitated an agreement among the disputants that permitted a complete investigation of the shooting incident.

In May, CRS was on-site at the Akwasasne Reservation following the murder of two Mohawks, again to mediate between the tribe and law enforcement over jurisdiction to investigate the crime. CRS assisted tribal leaders in holding elections in June. The Mohawk tribe's new leadership was peacefully elected and calm has returned to the reservation, despite violence between Canadian Mohawks and the Quebec, Canada, Provincial government.

Lincoln, Nebraska

CRS conflict management training was requested by the Chief of Police of Lincoln, Nebraska, in order to comply with Federal Court consent decrees which ordered the department to eliminate a racially hostile working environment. A detailed training outline was developed and approved by the court. Modules for the training included: racial/ethnic cultural differences, values/perceptions of protected classes, institutional racism/sexism, name-calling/stereotyping, psychological differences among people, the communication process, non-verbal communication, conflict management styles and stress-causing factors and coping mechanisms. Over 300 officers were given the training program in five eight-hour sessions.

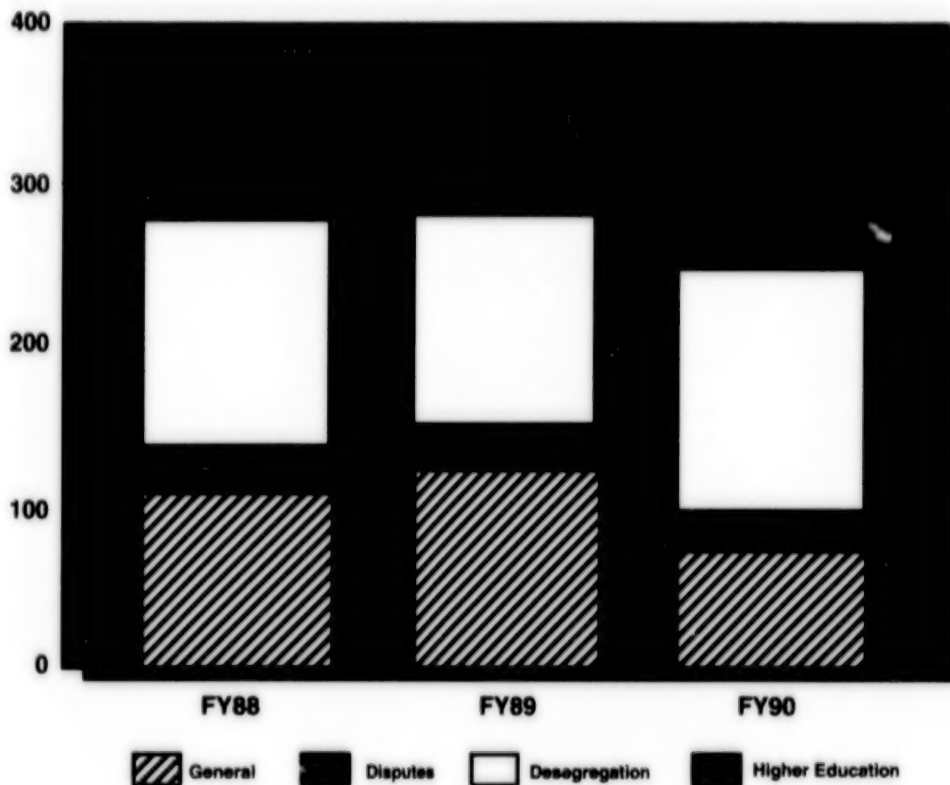
Education

Conflict resolution activities in the area of education address disputes that arise from actual or perceived inequality of services to minorities, campus police and fraternity incidents involving minorities, and racial and ethnic conflict at every level of the Nation's educational system. Under this program, conciliators perform several functions. For example, they train secondary school faculty and students how to form student conciliation teams, assist university officials to assess the levels of on-campus racial tension, and help communities resolve disputes over school desegregation and allegations of discrimination against minorities in discipline and policy.

Chart 3 shows that reports to CRS of the number of disputes arising out of alleged discriminatory activities on college campuses nationwide increased 26 percent between fiscal years 1988 and 1990. The increase from 1987, in which CRS had 34 cases, grew more than threefold between fiscal years 1987 and 1990.

The following summaries illustrate Education casework, including secondary and higher education.

CRS Alerts: Education Fiscal Years 1988-1990



Bellingham, Washington

CRS mediated an agreement on scholarship award selection procedures between the Western Washington University (WWU) administration in Bellingham, Washington, and minority community members of the WWU Minority Achievement Program (MAP) Scholarship Selection Committee. The Office of Student Affairs and the minority community members of the MAP Scholarship Selection Committee, with the approval of the University president, agreed to review current policies, procedures and requirements governing the MAP scholarship awards. As a result of the agreement and increased dialogue between the parties, discussions were also initiated to address other campus racial problems, including the development of new anti-discrimination policies.



CRS Director Grace Flores Hughes and Washington State Governor Booth Gardner at the CRS sponsored "Governor's Conference on Combatting Racism: Fostering Learning Environments That Value Diversity" in Seattle, Washington, on December 11, 1989.

(Photo by Gant W. Eichrodt.)

Providence, Rhode Island

A series of assaults against students of Brown University in Providence, Rhode Island, escalated racial tension in this city and resulted in a request for CRS assistance by a corporation member of the University. One unique aspect of the CRS intervention brought together the president and vice president of Brown University and a representative of the Brown corporation with minority elected officials, executive directors of local and State agencies, and minority campus leaders. This session was designed to provide off-campus leadership an accurate picture of the situation, solicit input on recommended measures the university should undertake, and develop a role for minority leaders. The major results of this activity include: (1) Formation of a task force of minority community leaders co-chaired by minority city council persons to work with university officials in bringing to bear broad-based community support and essential services from the city, and (2) CRS assistance to the university administration and campus police in developing and conducting a seminar for all campus police and security personnel on cultural diversity, legal issues, campus policies, and cultural conflict on college campuses.

Berkeley, California

CRS mediated an agreement on police/community relations and the handling of citizen complaints between the University of California, Berkeley, the Berkeley Campus Police Department, the Black Board, a coalition of Black student organizations, the Berkeley Police Department, and the Berkeley Branch of the NAACP. Formal mediation by CRS acting as a third-party neutral was requested by the parties after the UC Berkeley Police Department ended an Alpha Phi Alpha fraternity dance on July 15, 1989, and an altercation between police and fraternity members occurred. The Berkeley Police Department and officers from other nearby cities also assisted campus police. Through a CRS mediator, the parties worked together to reach agreement on a plan to resolve future problems.

Under the agreement, a common crowd control policy for all of the police departments was prepared and implemented. In addition, a police advisory committee was established, guidelines for filing complaints with police on and off campus were developed, printed information about the citizen's complaint process was disseminated, cultural and racial sensitivity training for police was

provided, and a symposium focusing on conflicts on college campuses was planned.

Washington, D.C.

CRS cosponsored a forum with the American Association of State Colleges and Universities, the National Institute for Prejudice and Violence, and the University of Maryland at Baltimore County, for over 30 college presidents and chancellors in Washington, D.C. The forum was designed to provide an understanding of the leader's role in creating a healthy racial and ethnic climate. The presidents and chancellors represented public and private, urban and rural, small and large, traditionally Black and predominantly White institutions from around the country.

Among the workshops conducted was a special session on how higher education institutions can avoid conflicts with the First Amendment right of free speech. The exercise of free speech by controversial speakers is a frequent source of rising racial tension or perceptions of discrimination by minorities. The roots of tension may, however, include tuition increases, cultural and racial insensitivity, economic differences between students, changes in college grant and loan programs, drug use, perceived attitudinal changes toward civil rights, and major demographic changes affecting the University student population or the surrounding community.

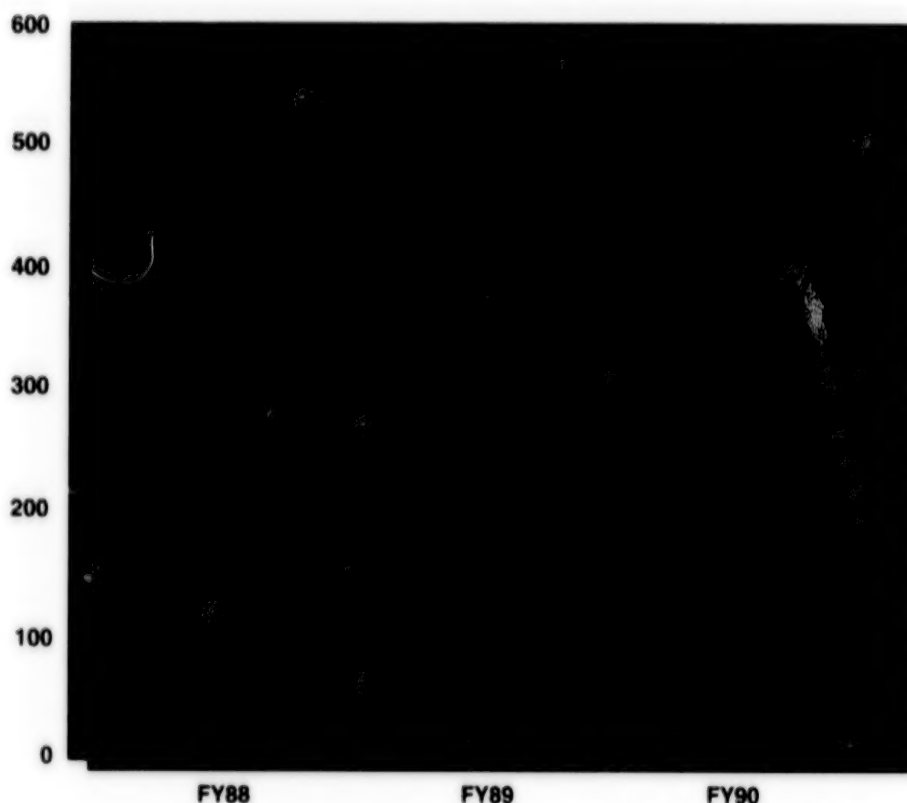


In New York City, CRS Director Hughes speaks with Korean business leaders about the racial concerns of Korean merchants in the Flatbush area of Brooklyn and other Black neighborhoods. (Photo by Daryl Borgquist.)

General Community Relations

General Community Relations activities address aspects of racial and ethnic conflict that do not fall within the parameters of either the Administration of Justice or Education programs. Racial incidents or disputes falling under this category include, but are not limited to, interracial conflict and community disorder in such areas as voting

Increase in Interracial Conflict Including Hate Group Activity



Black demonstrators boycott the Red Apple fruit market on Church Street in Brooklyn, New York, following an alleged racial attack on a Black woman by the Korean merchant who owns the store. (Photo by Daryl Borgquist.)

rights and redistricting, equal employment opportunities, and immigration. Chart 4 shows a sharp increase in incidents of interracial conflict between fiscal years 1989 and 1990, a 37 percent increase from 400 to 546 alerts.

The number of alerts classified as community disorders, a category which includes riots and conflagrations, rose from 52 to 61 between FY 1989 and FY 1990, an increase of two percent.

The following summaries are illustrative of casework undertaken in the area of General Community Relations.

Cambridge, Massachusetts

A dispute between the Cambridge, Massachusetts, Afro-American Police Association, individual minority police officers and the city of Cambridge, Massachusetts, was settled through



Above: Participants in Native American Media Relations Seminar in Green Bay, Wisconsin, interact with speakers on understanding the media and improving tribal communications.

Right: Buck Martin, Native American Policy Advisor to Wisconsin Governor Tommie Thompson, and CRS Director Grace Flores Hughes discuss issues facing Native Americans in Wisconsin at a two-day media relations seminar co-sponsored by the Oneida Tribe and the Community Relations Service in Green Bay, Wisconsin.

(Photos by Daryl Borgquist.)



CRS' mediation efforts. The dispute arose from alleged discrimination in promotions, training leading to promotions, assignments, disciplinary actions, and exclusion from other Department actions. The agreement settled two civil actions stemming from this dispute that had been filed in U.S. District Court by minority police officers against Cambridge and city officials, seeking 35 million dollars plus attorney fees. In addition, following a review of the agreement, the Massachusetts Commission Against Discrimination was able to close cases filed by the group with that office and the Equal Employment Opportunity Commission.

The major terms of the agreement included: (1) Establishment of an advisory committee to the police chief and city manager to evaluate and make recommendations for improving race relations; (2) Designation of a sworn officer to receive workplace racial discrimination complaints and establishment of a system for monitoring resolution of such complaints; (3) Implementation of a system for selecting officers for specialized in-service training; (4) Initiation of a comprehensive review and revision of the police department's rules and regulations by the city to provide guidelines for disciplinary action; and (5) Designation of monetary compensation.

Washington, Louisiana

In Washington, Louisiana, CRS mediated a voting rights agreement in which the city changed from an at-large system of electing aldermen to a single-member district system. The agreement evolved from a suit filed against the town of Washington by Black residents seeking to change

the method of electing aldermen. The suit was referred to CRS by the Federal District Court for mediation. After counsel for both sides agreed to mediation, the process for instituting a single-member district configuration was worked out with both sides, ensuring that the town of Washington would have equal voting access for all of its registered voters. Through CRS mediation, the parties resolved the issues in a non-adversarial, timely and cost-effective manner.

Miami, Florida

CRS staff in several regions assisted law enforcement and community leaders in ensuring a safe visit to various U.S. cities by Nelson Mandela and his entourage.

After death threats on Nelson Mandela's life were reported through CRS' National Telephone Hotline, CRS staff in Miami, Florida, referred the call to the State Department and began conducting community tension assessments in order to anticipate problems that might occur when Mr. Mandela went there to deliver the keynote speech at the Annual Convention of the American Federation of State, County, and Municipal Employees on June 28, 1990. CRS assisted law enforcement agencies to manage the thousands of supporters and protesters drawn by Mr. Mandela's appearance. While the demonstrations contained the potential for violence, they remained peaceful.

Los Angeles, California

CRS mediated an agreement between the Gabrielino people, a California Native American tribe, and the J. H. Snyder Company, a Southern California development company and the developer of the Channel Gateway Project, to

protect ancestral remains and artifacts in the Los Angeles area. Under the agreement, the J.H. Snyder company contributed to a trust fund designated by the City of Los Angeles for the development of a Native American Museum. Gabrielino monitors were employed by the developer throughout the excavation phase of the Channel Gateway Project and artifacts that were found were returned to the tribe. The company also agreed to arrange for the reburial of ancestral remains and artifacts on a monument site to be developed and landscaped in cooperation with the Gabrielinos. In return for the protection of their ancestral remains, the Gabrielinos agreed to support the continuation of the project. CRS worked with several Native American tribes on disputes to preserve burial sites in California, including the Gabrielinos, Chumash, and Ohlone.

Seattle, Washington

CRS mediated a dispute over racial insensitivity between KIRO, Inc., a CBS AM and FM news radio affiliate, in Seattle, Washington, and Black community representatives associated with the Seattle Branch of the NAACP, the Seattle Human Rights Commission, and Seattle's Black Contractors Coalition. The rift between the Black community and KIRO was the result of a December 19, 1989, KIRO station Christmas party at which skits containing racial stereotypes were performed by White staff members. Under the agreement, KIRO supported unrestricted Black employment and began developing plans for interns and an account executive training program at the station. The station also agreed to hire an account executive, a news and programming employee, and a Black on-air employee by specific dates within a few months of the signing of the agreement. Racial, ethnic and workplace diversity training were also conducted for KIRO's staff.



CRS mediated an agreement resolving a racial dispute and increasing cooperation between CBS AM and FM news radio-affiliate KIRO and the Black community. Pictured from left to right are: John Hatch, President, KIRO; CRS Northwest Regional Conciliator John Mathis; and Lacey Steele, President, Seattle Chapter of the NAACP.

(Photo courtesy of CRS Northwest Regional staff.)

Reception, Processing and Care of Cubans and Haitians

CRS' Office of Immigration and Refugee Affairs (IRA) performs three principal functions:

1. To provide for the reception, processing, and care of Cuban and Haitian entrants, pursuant to Section 501(c) The Refugee Education Assistance Act of 1980; CRS implements these

functions through its Cuban and Haitian Entrant Program (CHEP).

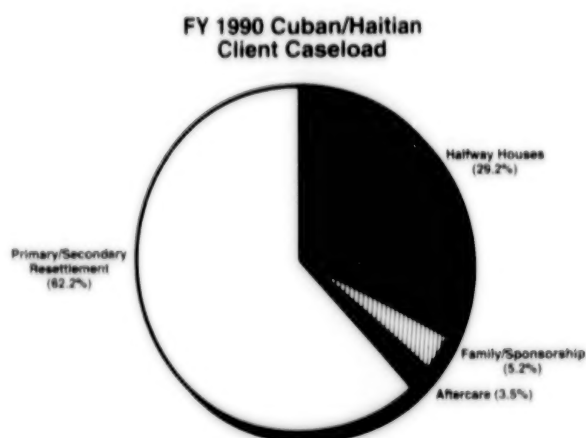
2. To provide shelter care and other related services to alien families and unaccompanied minors; assistance to the Department and the Immigration and Naturalization Service (INS) and

3. To assist CRS conciliators and mediators in immigration, entrant, and refugee affairs programming.

IRA activities are organized into two general programs: the Cuban/Haitian Entrant Program (CHEP) and the Unaccompanied Minors and Alien Family Shelter Program.

Cuban/Haitian Entrant Program (CHEP)

The CRS Cuban and Haitian Entrant Program (CHEP) consists of three components: (1) Primary and secondary resettlement services; (2) Halfway house facilities and family sponsorship programs; and (3) Aftercare programs for Cuban and Haitian entrants discharged from mental health treatment programs. Caseload distribution is shown in Chart 5.



CRS' primary resettlement program provides initial resettlement services to Cuban and Haitian entrants who are paroled by the INS from various Service Processing Centers for humanitarian reasons, under exclusionary bonds, or when minors are involved. CRS' secondary resettlement program provides assistance to Cuban and Haitian entrants living in South Florida whose initial resettlements did not lead to economic self-sufficiency.

CRS provided primary and secondary resettlement services to 1,271 persons in FY 1990. IRA's primary and secondary resettlement services increased substantially due to Haitian migration to the United States, particularly South Florida, because of political turbulence in Haiti. In addition, the influx of Central Americans strained housing and employment in South Florida, causing an increased demand for CRS' secondary resettlement services.



Central American refugee children playing outside the administrative office of the Texas Key Family Shelter in Brownsville, Texas. Texas Key Inc receives a grant from CRS to provide humanitarian assistance to Central American families.
(Photo by Kenneth Leutbecker.)

The second component of CRS' processing and care function is its Halfway House and Family Sponsorship Programs for Mariel Cuban ex-offenders paroled for release by the INS from Federal detention facilities. The Halfway House Program serves Mariel Cubans with serious criminal records, lengthy periods of incarceration and limited job skills. The CRS halfway house system addresses the needs of the Mariel ex-offender population, while at the same time protecting public safety. Mariel Cubans with less serious criminal records, shorter periods of incarceration, and high levels of social functioning and employment skills are eligible for CRS' Family Sponsorship Program.

The CRS Halfway House and Family Sponsorship Programs provide the following essential services to Mariel Cubans: job development and placement assistance; group and individual counseling; socialization skills; English-as-a-Second-Language (ESL); and long-term follow-up to ensure compliance with conditional parole requirements.

In FY 1990, CRS outplaced 464 Mariel Cubans from detention: 394 through its Halfway House Program and 70 through its Family Sponsorship Program.

Through an Interagency Agreement with the Public Health Service (PHS), CRS funded medical and mental health care for Cubans at St. Elizabeth's Hospital, and community-based treatment facilities for Cubans and Haitians at the INS/Krome Service Processing Center in Miami, Florida. Medication and mental health services were provided to 2,124 individuals in FY 1990.

Under the third CHEP component, transitional community-based follow-up care was provided to

62 Cuban entrants discharged from mental health treatment programs administered by the PHS. These follow-up services reduce this population's impact on State and local health and mental health care services.

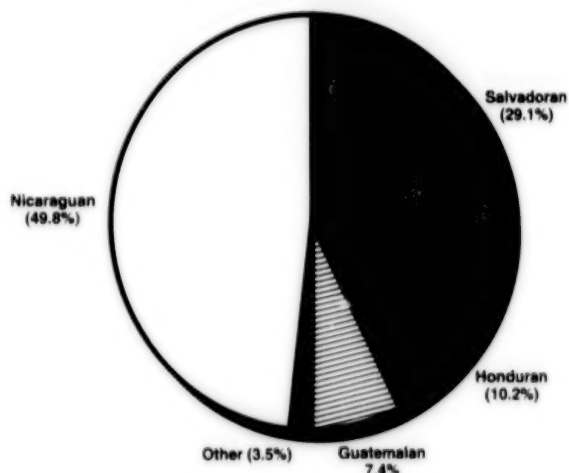
Alien Family Shelter Care and Unaccompanied Minors Program

Unaccompanied Minors. CRS has extensive experience in providing services to Cuban and Haitian minors apprehended by the INS. Since 1986, under a Memorandum of Agreement with the INS, CRS has provided similar services to other alien minors detained at the INS Krome Service Processing Center in Miami, Florida, and other INS detention facilities. In FY 1990, CRS provided residential shelter care, health services, counseling, educational, recreational, and family reunification services to over 1,647 unaccompanied alien minors through grants with voluntary agencies. These services are provided in compliance with existing State child welfare standards and regulations. CRS involvement ensures that alien children apprehended by INS are placed in safe and suitable environments.

Alien Family Shelter Care. In late 1988, due to conditions in Central America, large numbers of undocumented aliens entered the U.S. through south Texas. In February 1989, as part of the

al authorized CRS to provide emergency medical care, basic physical care, and maintenance services to illegal alien families and unaccompanied minors entering the Rio Grande Valley of Texas.

FY 1990 Alien Shelter Care Clients by Nationality



This innovative public/private partnership between CRS and the American Red Cross (ARC) provided a unique opportunity for the Department of Justice to respond to complex legal and humanitarian issues associated with apprehending and processing undocumented alien families and children. CRS' program has permitted the Department to pursue a vigorous and orderly process of adjudication, unimpeded by controversy or litigation arising from conditions of confinement.

In FY 1990, through cooperative agreements with the American Red Cross, Texas Key Program Inc. (TKP), and the PHS, CRS provided shelter care services at two shelter complexes in Brownsville and San Benito, Texas. Shelter residents are individuals who are awaiting final determination under INS deportation proceedings and individuals awaiting action on asylum applications. In April 1990, due to lower numbers of undocumented aliens entering, the population at the two facilities was consolidated at the San Benito shelter. In FY 1990, CRS provided humanitarian services to 4,997 individuals. Males comprised 52 percent and females 48 percent of the population served; individuals under the age of 18 comprised 43 percent.

Client population by nationality is reflected in Chart 6.



CRS staff coordinate the provision of services to Central American refugee families on-site in Brownsville, Texas. Pictured from left to right are: Efrain Martinez, Ernie Stallworth, Jeffrey Weiss, and Jay LaRoche.

(Photo by Kenneth Leutbecker.)

Department of Justice's South Texas Enforcement Plan, the Office of the Associate Attorney General

As the shelter administrator, CRS coordinated responsibilities and facilitated communication among the entities responsible for the day-to-day operation of the shelter: ARC/TKP, PHS, and INS. CRS acted as a troubleshooter when problems arose among local jurisdictions, community groups, and the shelter. As the shelter operator, ARC/TKP provided food, clothing, shelter, and medical care. In addition to these

basic needs, CRS provided educational, recreational, and social services to the shelter residents. On-site CRS personnel also acted as case workers for many of the minors and some of the adults at the shelter.

CRS and ARC/TKP mobilized a number of local voluntary agencies to provide additional services to the shelter residents.

Management Improvements

During FY 1990, the CRS Office of Administration developed and implemented the first phase of a comprehensive staff development program. Career Development Plans, Individual Development Plans, and a list of training courses were developed and provided to employees. The Career Development Plans were developed for the five major job categories within CRS: Administrative and Technical Support Staff, Program/Management Analyst, Conciliation Specialist, Program Specialist, and Associate/Regional Director. Individual Development Plans have been submitted by all employees and a detailed analysis is being completed to project and prioritize training needs, develop training to meet a group of employees' needs, and monitor the selection of training courses and developmental activities.



Grace Flores Hughes (second from left) with CRS 1990 summer undergraduate and graduate interns: (left to right) Erin Gaffigan, Michael Bullota, and Dayan Mathai.

(Photo by Daryl Borgquist.)

A Management Internal Controls Committee was established to assist in the planning, coordination, and implementation of the internal controls process, strengthening CRS' management system. In FY 1990, the Denver Regional Office and the Miami Field Office were selected for on-site field visits to examine controls and to provide technical assistance. In FY 1991, CRS will conduct an internal review of the Office of Immigration and Refugee Affairs headquarters offices and will begin a systematic review of all CRS Regional Offices. CRS worked with the Department's Office of Inspector General to establish additional controls in the Interagency Agreement with the U.S. Public Health Service.

In addition, CRS issued several new Service Directives to increase internal controls as part of a review of all offices. The review began with the Office of Immigration and Refugee Affairs and is designed to achieve more thorough and accurate administration of the IRA Mariel Cuban resettlement programs.

During FY 1990, OTAS assumed the duties of coordinating and monitoring the conduct and reporting of all Service casework, and developing the Service's standard operating procedures for implementation of all regional program operations. In addition, OTAS began creating a new comprehensive staff development program based on the principles and strategies as defined in the CRS standard operating procedures for regional program operations.

CRS completed Automated Information System Strategic and Tactical Plans during FY 1990 that will guide automatic data processing (ADP) development within the Service for the next several

years. CRS began to modernize its ADP architecture, implementing a personal computer-based information processing environment and revising its management information system. The updated system will enhance information collection and analysis to facilitate policy and program decision-making.

Regional Highlights

The following overviews provide highlights of trends and activities during FY 1990 in the ten CRS Regional Offices.

Region I -

The New England Region

In FY 1990 the New England Regional Office cosponsored its most successful Annual New England Education Conference, in which more than 20 New England municipalities sent representatives to address means to resolve racial conflicts associated with drug and gang problems through education and law enforcement. A jointly sponsored CRS/Smith College Conference of College Presidents in New England tackled the subject of racial conflict in higher education. For example, CRS provided conciliation services at Brown University following racial incidents on campus and acts of violence perpetrated by non-students.

The New England Region developed a model information and education workshop for public housing authorities throughout Connecticut in which CRS, regional representatives of the U.S. Department of Housing and Urban Development, and the enforcement agencies of the U.S. Department of Justice joined together to assist tenants and public housing authorities in resolving disputes related to youth gang and drug activity.

CRS conciliation efforts were applied to the racial unrest surrounding the widely-publicized Stuart murder case; the successful mediation of a court-referred discrimination suit filed by Black officers in Cambridge, Massachusetts, against their department; and the successful conciliation of volatile, police-community disputes in Worcester, Massachusetts; Waterbury and New London, Connecticut; and Providence, Rhode Island. CRS responded to disputes arising out of police and community response to hate activity in

Wellesley, Quincy, Amherst, and Randolph, Massachusetts, and Providence, Rhode Island.

Region II -

The Northeast Region

In FY 1990 the cosmopolitan character of New York City was rocked by what appeared to be an unending chain of racial incidents. Even as the alleged perpetrators of the attack on the female jogger in Central Park and the murder of Yusef Hawkins in Bensonhurst were being tried, the effects of old incidents still lingered and new incidents were occurring. The demonstrations and boycotts by Blacks against a Korean grocer in Flatbush that began in January had not ended when the fiscal year closed in October.

During the year, an unarmed Black youth was shot in the back by a White police officer in Teaneck, New Jersey. Teaneck, once touted as a model integrated community, exploded into a riot the following night. CRS conciliators from the Northeast Regional Office responded to urgent requests for assistance following the shooting. CRS' conciliation efforts in convening community leaders, municipal and State officials contributed to stopping the riot shortly after it began, sparing the city from widespread destruction.

CRS conciliated disputes involving Native Americans on the Akwasasne and St. Regis Reservations, in which problems associated with gambling, tribal leadership, sovereignty, tribal elections, and law enforcement surfaced.

The U.S. territories served by the Northeast Regional Office have not escaped racial problems. CRS staff provided extensive community policing workshops for law enforcement and elected officials (including the Governor) of the Virgin Islands, which is still recovering from Hurricane Hugo.

In November, 1989, Patricia Glenn was sworn in as the new Northeast Regional Director. Ms. Glenn had been a senior conciliator in the Midwest Regional Office in Chicago for a number of years before the move to the CRS office in New York City.

Right: Newly sworn-in Northeast Regional Director Patricia Glenn with Acting Deputy Attorney General Edward S.G. Dennis, Jr. and CRS Director Grace Flores Hughes.

(Photo courtesy of Regional staff.)



Region III - The Mid-Atlantic Region

The Mid-Atlantic Region has more than 275 colleges and universities concentrated in five States and the District of Columbia. As a consequence, it has a continuously high level of conciliation casework in higher education. In FY 1990, Mid-Atlantic Regional staff worked with over 20 colleges and universities — almost one-fifth of CRS's total higher education cases — to address significant racial and ethnic tension and conflict. CRS conciliation efforts concentrated on training campus police in handling and preventing incidents; conciliation of ongoing conflicts; facilitating constructive approaches toward free speech issues; and encouraging self-assessments of campus racial climates.

In FY 1990, minority leaders and public officials continued to express deep concern over the apparent ineffectiveness of law enforcement responses in combating open and prevalent drug activity in many predominantly Black or Hispanic neighborhoods. Community-based initiatives, such as Philadelphia's "Project Pearl," a partnership among local, State, and Federal government entities and the Mantua neighborhood, are demonstrating the power of neighborhood organization and the viability of partnerships among communities and government agencies.

Southeast Asian and Central American advocacy groups and elected officials express concern over the difficulties faced by public agencies—particularly law enforcement and criminal justice agencies, health and housing services, and schools—in providing programs and services to new immigrant and refugee groups. Language barriers, cross-cultural issues, and budgetary constraints on public and private resources combine to create issues of perceived disparity in the quality and accessibility of services. The Mid-Atlantic Region expects many new immigrants to continue to settle or be resettled in the Philadelphia, Pennsylvania, and Washington, D.C., areas in the next several years.

Region IV - The Southeast Region

The Southeast Region is experiencing growing interracial and ethnic conflict. Despite the fact that there has been tremendous progress in correcting systems that perpetuated racial discrimination, there is also residual racial and ethnic animosity that continues to exist in the Region. Incidents are no longer limited to conflict between Blacks and Whites. As a consequence, CRS staff are also investigating cases involving Hispanics and other racial and ethnic groupings in the Region. Priorities for the Region include conflicts involving drugs in the minority community and public housing projects, racial and ethnic conflict on college and university campuses, conflicts involving refugees, youth gangs, and hate group activity.

Region V - The Midwest Region

In FY 1990, the Midwest Region addressed significant conflict involving Native American treaty rights, campus racial incidents, and police use of deadly or excessive force. The Region responded to 220 incidents resulting in 90 cases.

During the spring, Native Americans are permitted to spearfish in several areas of Wisconsin. During the Spring of 1990, CRS responded to demonstrations by non-Native Americans in those areas.

In August 1990, for the first time, CRS cosponsored a media relations seminar with the Oneida Tribe in Green Bay, Wisconsin. Several other tribes interested in providing news and information about their people to the communities in which they live participated in the conference.

Other activities of the Midwest Region emphasize the Agency's special initiatives involving racial incidents in public housing, hate violence, voting rights, higher education, drugs, and street gangs.

Region VI - The Southwest Region

The Southwest Region continues to experience the effects of rapid and extensive demographic changes. The Region grew in population from continued Hispanic immigration as well as migration of other Americans from the North.

Complaints of police use of excessive force continue at the same pace as last year, while disputes over drugs, lack of housing, and criminal activity — especially in public housing — increased to alarming levels in almost all communities. Youth gangs involved in drugs and violence are the topic of headlines almost daily in every city, town, and suburb, regardless of racial or ethnic population or economic level.

CRS Regional staff have been active on college and university campuses on which racial conflict occurred. CRS continues to open casework on campuses in New Mexico, Oklahoma, and throughout Louisiana. CRS Regional staff developed a model for addressing campus racial problems at McNeese State University in Lake Charles, Louisiana, that is being used throughout the Southwest Region.

During FY 1990, there was a spate of hate activity in Oklahoma, involving distribution of written materials, hate violence in the workplace, and establishment of telephone hatelines (e.g. the Ku Klux Klan-sponsored hotlines with recorded hate messages). Disputes over official response to these activities were quickly addressed through CRS conciliation efforts that resulted in coordination of a statewide law enforcement effort with the Oklahoma State Attorney General. CRS expects that disputes over the response to these kinds of hate activities will continue in the Region, and will continue to foster the rapid coordination of law enforcement efforts, based on the Oklahoma model, to resolve such disputes when they occur.

Three court-referred voting rights cases in Arkansas and Louisiana were mediated by CRS Regional staff. School redistricting and city single-member districting provided the basis for negotiation in these cases.

CRS staff in the Southwest has been forced to address conflict arising from rapid demographic changes in communities resulting from high immigration from Mexico and Central America. New conflict resolution practices for CRS were

developed to handle community problems caused by increased immigration. In other immigration-related issues, CRS continued to assist in disputes involving the Asian communities along the Gulf Coast and inland areas. The Asian community has been a focus of the Region for the past decade.

In FY 1990, Regional staff coordinated the establishment of five youth centers in public housing or high-crime neighborhoods. In 1991, CRS will continue this effort in five more communities. Region VI staff has found that by working closely with police, housing authorities, and local neighborhood resources whose efforts are coordinated by CRS, tension can and will be reduced in public housing and crime-ridden neighborhoods.

Region VII - The Central Region

The Central Region continued to respond to a high number of bias crime incidents and has assisted a growing number of communities to address these situations through education, information, and reporting mechanisms. Conflicts over access by the Ku Klux Klan to community cable broadcasting have arisen in both Kansas City and St. Louis, Missouri. The ability of hate groups to use recorded messages accessible by telephone has created a number of protests by minority community groups in several cities.

In continuing to address youth gang/drug concerns, the Central Region provided assistance to the city of Omaha, Nebraska in the development of a bilingual drug program and a public housing



Central Regional Director Atkins Warren confers with Ina Boon, NAACP Region IV Director from St. Louis after his swearing-in ceremony in Kansas City, Missouri.

(Photo by Daryl Borgquist.)



Newly sworn in Central Regional Director Atkins W. Warren with his staff. (left to right) Stella Warmuth, William Whitcomb, Atkins Warren, Mary Martinez, Joe Rodriguez, and Pascual Marquez. (Photo by Daryl Borgquist)

authority police liaison mechanism.

Police community relations issues remained a source of conflict in a number of communities, notably Kansas City, St. Louis, and Springfield, Missouri; and Dubuque, Iowa. Excessive use of force and disparate treatment were at issue in most of these cases.

The total number of cases opened during FY 1990 increased 25 percent over FY 1989. Issues of scattered-site low-income housing, employment, and minority contracting increased during the year.

In education, the number of racial/ethnic conflicts on college campuses in the Region nearly tripled over the previous year. CRS has worked with the University of Missouri, the University of Kansas, Iowa State University, Kansas State University and the communities surrounding these institutions to create mechanisms for improved relationships. The Central Region continues to implement and assist Student Response Teams in the Region and has provided technical assistance to other regions to implement this successful program.

In August, 1990, Atkins Warren, who had been with CRS for seven years and was a former Assistant Chief of Police in St. Louis, Missouri, and Chief of Police in Gainesville, Florida, was sworn in as the new Regional Director.

Region VIII - The Rocky Mountain Region

The Rocky Mountain Region is notable for its 26 Native American reservations. In FY 1990, the Region conducted extensive assessments on jurisdictional disputes between Native Americans and the States of South Dakota and Montana. Some of these disputes have a long history. CRS will work with Native Americans and the States' governors to seek mutually agreeable resolutions.

Changing demographics are a major factor in the racial problems in the Region. For example, the latest population trends indicate that the City of Denver, Colorado, will be dominated by

minorities in 1995 with predominantly White suburbs. The population is projected to be 23 percent Hispanic, 18 percent Black, 14 percent Asian, and 45 percent White. Some of the top officials in the city government, including the mayor who is Hispanic and the school superintendent who is Black, are minorities. Throughout the Region this same trend is evident, as residents struggle to accommodate the changes.

Towards the end of FY 1990, Hispanic gang activity was increasing in Colorado. There were several reports of drive-by shootings in and around the west side of Denver. Most of the shootings are centering around U.S. Department of Housing and Urban Development low income housing projects. Local officials who attended the CRS/HUD-sponsored Operation Jumpstart training are taking an aggressive approach to these cases.

Voting rights issues have begun to emerge in the Region, and are expected to increase as the 1991 reapportionment progresses.

The number of disputes are expected to rise as minorities aggressively advocate their rights and cultural heritage, as evidenced by the recent American Indian Movement counter-celebration of Columbus Day and the discovery of North America by southern Europeans.

Region IX - The Western Region

The Western Region is one of the most ethnically and culturally diverse parts of the country, having the largest populations of many minorities, such as Filipinos, Southeast Asians, Koreans, Salvadorans and Mexicans, outside of their native homelands. With high levels of continued immigration, the demographics of many California and Arizona cities and counties are constantly changing, creating many difficulties as communities struggle to adjust. As an outgrowth of three refugee conferences cosponsored by CRS with the Office of Refugee Resettlement of the U.S. Department of Health and Human Services, there are seven Asian Advisory Committees (AACs) to police departments now operating in California. The major purpose of the AACs is to develop positive relations between Southeast Asians and police by breaking down language and cultural barriers.

Confrontations between Koreans and Blacks continue to take place throughout south central

Los Angeles, where many Korean merchants have settled in Black communities. CRS provided conciliation assistance to Korean merchants and police to agree upon a response mechanism to control outbreaks of violence and to develop prevention strategies.

Beginning in 1991, voting district lines will be redrawn based on the 1990 Census. CRS will respond to racial tension that may arise as one minority or group is perceived to gain undue advantage over another.

Hate group activity continues to be of serious concern in minority communities. Recently, there has been an increase in anti-Semitic vandalism. Skinheads are very visible in most metropolitan areas and, although they remain small in number, they are prone to violence.

CRS has been successful in mediating Native American burial site disputes that have occurred throughout the State of California. In response to a Federal District Court referral, CRS was also effective in training and opening up communication between State and local law enforcement and Native Americans on rancherias in Lake County, California.

Minority student activity increased this year on college campuses in response to hate incidents and perceived lack of institutional response, and ignorance of minority concerns. Elementary and secondary schools are becoming increasingly multi-racial and multi-cultural. Friction between minority and other students is growing in proportion to the number and size of the groups. In Los Angeles during FY 1990, CRS provided conflict management training for students, faculty and administrators at three high schools, conducted Student Problem Identification Resolution Programs at both the high school and junior high levels, mediated a dispute between faculty and administrators at an occupational center, and worked with their gang task force.

Region X - The Northwest Region

Traditionally, the Pacific Northwest has been a culturally and ethnically diverse Region in which new influences have been absorbed and new trends adopted to form a regionally unique society. This historical tolerance is being threatened by rising numbers of bias incidents. Regional staff have been at the forefront of

addressing disputes involving hate violence. This is exemplified by the conciliation services that CRS staff have provided in cooperation with the Northwest Coalition Against Malicious Harassment and the Bias Crime Conference, a state organization through which CRS actively works with local and State human rights commissions, community groups, and law enforcement.

In FY 1990, the University of Washington in Seattle and the Washington State University in Pullman, Washington, experienced several racial incidents causing minority communities great concern. CRS successfully conciliated cases at both schools and will continue to address disputes

related not only to racial incidents, but also to conflicts resulting from the call for institutional changes that will resolve minority concerns.

The Northwest Region is an area with an emerging gang problem which is closely associated with the distribution of drugs by Los Angeles-based gangs. The general strategy employed by CRS is to facilitate the cooperation of law enforcement and local minority community groups to resolve disputes over methods used to combat the gang and drug problems, and to address the perception that only certain ethnic groups create the drug problems.

Looking Ahead

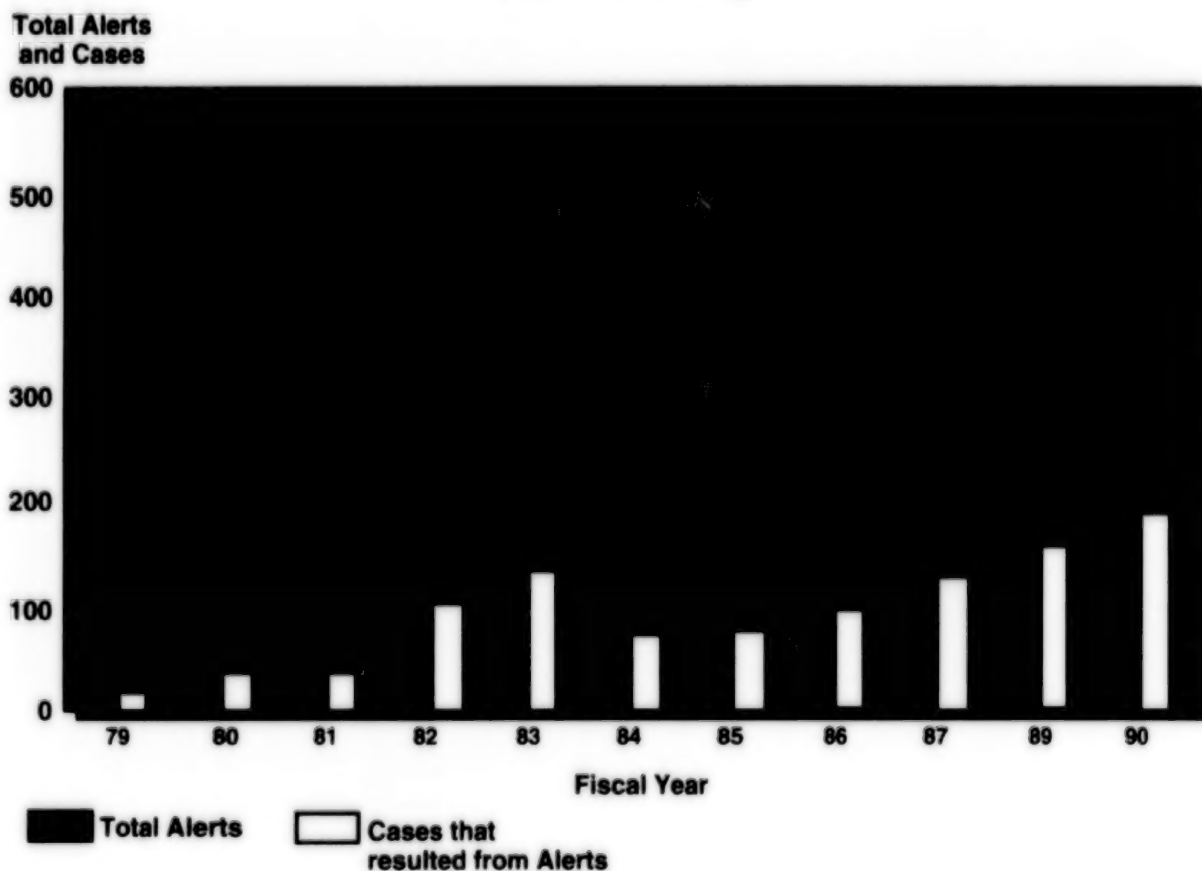
This report shows that CRS actions under its mandate made a significant impact on individuals and communities in FY 1990. Unfortunately, despite our successes, we expect requests for CRS services to increase in the future. The number of alerts and cases involving hate crimes increased steadily over the last ten years.

Based on current trends, we expect our efforts to address hate group activity, discrimination against refugee groups and Native Americans, campus unrest, youth gangs and drugs and disputes involving voting rights.

Hate Violence and Hate Group Activity

CRS will continue to respond to conflicts arising out of hate violence and hate group activity across the Nation. Reporting of such incidents may increase with the advent of the CRS toll-free telephone service and the national reporting of hate motivated crimes under the Hate Crimes Statistics Act. CRS will work with State, regional, and local agencies and communities to examine, design, and implement alternative approaches to reduce, prevent, and adequately respond to racially motivated acts of violence.

Hate Activity



Discrimination Against Refugee and Immigrant Groups

The resettlement of increasing numbers of immigrants and refugees from the Caribbean, Central and South America, Southeast Asia, and Eastern Europe is giving rise to increased interracial conflict in neighborhoods, schools, and the workplace. The rising immigration trend has created a need for government agencies and community organizations to address problems related to competition for resources and services. CRS will continue to respond to incidents of violence and harassment against immigrants and refugees and assist agencies in contingency planning for service delivery.

Racial Tension Involving Native Americans

Major disputes involving armed conflict have occurred both on and off Native American reservations over the protection of sacred burial or worship grounds, off-reservation treaty rights such as fishing, and law enforcement jurisdiction. CRS will continue to conciliate conflicts involving Native Americans, to resolve disputes at the bargaining table, thereby lessening the potential for violence.

Racial Unrest on College and University Campuses

The Community Relations Service will continue to assist college administrators and student groups to resolve disputes, difficulties, or disagreements arising from actual or perceived racial incidents or discriminatory activities on college and university campuses.

Youth Gangs and Drugs

CRS will work with law enforcement and community leaders to encourage and promote effective police and community partnerships against youth gangs and drugs, and to resolve disputes between law enforcement agencies and minority communities over law enforcement response to crimes relating to youth gangs and drugs.

Voting Rights Disputes

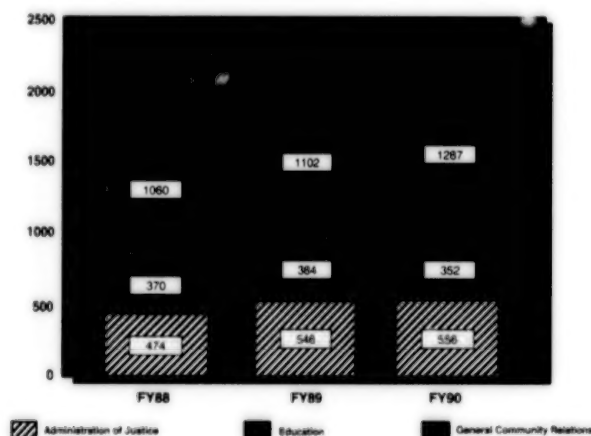
Disputes over redistricting, voter fraud, and alleged racist politics caused serious community-based conflicts in the past. The completion of the 1990 Census and the subsequent redrawing of district boundaries for elected officials at every level of government will increase the potential for conflict. CRS anticipates more requests for service in this area. In the past, dispute resolution assistance has cost less time and money to reach a successful outcome than has litigation.

Outreach Program

The Community Relations Service will: (1) Convene multi-jurisdictional meetings to explore common issues and joint responses relative to the CRS mandate; (2) Expand the awareness and use of alternatives to violence in resolving conflicts, particularly among youth, through training; and (3) Inform the public about CRS services.

Continuing the Dialogue concept begun in FY 1990, the Service will sponsor a Black/Asian Dialogue in New Orleans, and a national Minorities Dialogue Conference during 1991.

Total CRS Alerts
Fiscal Years 1988-1990



The Community Relations Service Offices

Regional Offices

Region I (New England)
(ME,VT,NH,MA,CT,RI)
Room 1192
10 Causeway Street
Boston, MA 02222-1032
(617) 565-6830
(FTS) 835-6830

Region II (Northeast)
(NY,NJ, Virgin Islands, Puerto Rico)
Room 3402
26 Federal Plaza
New York, NY 10278
(212) 264-0700
(FTS) 264-0700

Region III (Mid-Atlantic)
(PA,WV,VA,MD,DE,DC)
Room 309
2nd & Chestnut Streets
Philadelphia, PA 19106
(215) 597-2344
(FTS) 597-2344

Region IV (Southeast)
(NC,SC,KY,TN,MS,AL,GA,FL)
Room 900
75 Piedmont Avenue, NE
Atlanta, GA 30303
(404) 331-6883
(FTS) 841-6883

Region V (Midwest)
(IL,OH,MI,IN,WI,MN)
Room 1113
175 West Jackson Street
Chicago, Illinois 60604
(312) 353-4391
(FTS) 353-4391

Region VI (Southwest)
(TX,OK,AR,LA,NM)
Room 13B-35
1100 Commerce Street
Dallas, TX 75242
(214) 767-0824
(FTS) 729-0824

Region VII (Central)
(MO,KS,NE,IA)
Room 2411
911 Walnut Street
Kansas City, MO 64104
(816) 426-2022
(FTS) 867-2022

Region VIII (Rocky Mtn.)
(CO,WY,UT,MT,SD,ND)
Room 650
1244 Speer Blvd.
Denver, CO 80204
(303) 844-2973
(FTS) 564-2973

Region IX (Western)
(CA,HI,AZ,NV,Guam,
Pacific Territories)
Room 1040
211 Main Street
San Francisco, CA 94105
(415) 744-6565
(FTS) 484-6565

Region X (Northwest)
(WA,OR,ID,AK)
Room 1898
915 Second Avenue
Seattle, WA 98714
(206) 442-4465
(FTS) 399-4465

Field Offices

Miami Field Office
Room 100
51 First Avenue
Miami, FL 33130
(305) 536-5206
(FTS) 350-4261

Detroit Field Office
Room 698
213 Lafayette Blvd.
Detroit, MI 48226
(313) 226-4010

Houston Field Office
Room 12605
515 Rusk Avenue
Houston, TX 77002
(713) 229-2861
(FTS) 526-4861

Office of Administration
(301) 492-5995
(FTS) 492-5995

Office of Technical Assistance
and Support
(301) 492-5969
(FTS) 492-5969

Office of Planning, Budget
and Evaluation
(301) 492-5900
(FTS) 492-5900

Office of Immigration and
Refugee Affairs
(301) 492-5818
(FTS) 492-5818

Headquarters

5550 Friendship Boulevard
Suite 330
Chevy Chase, MD 20815

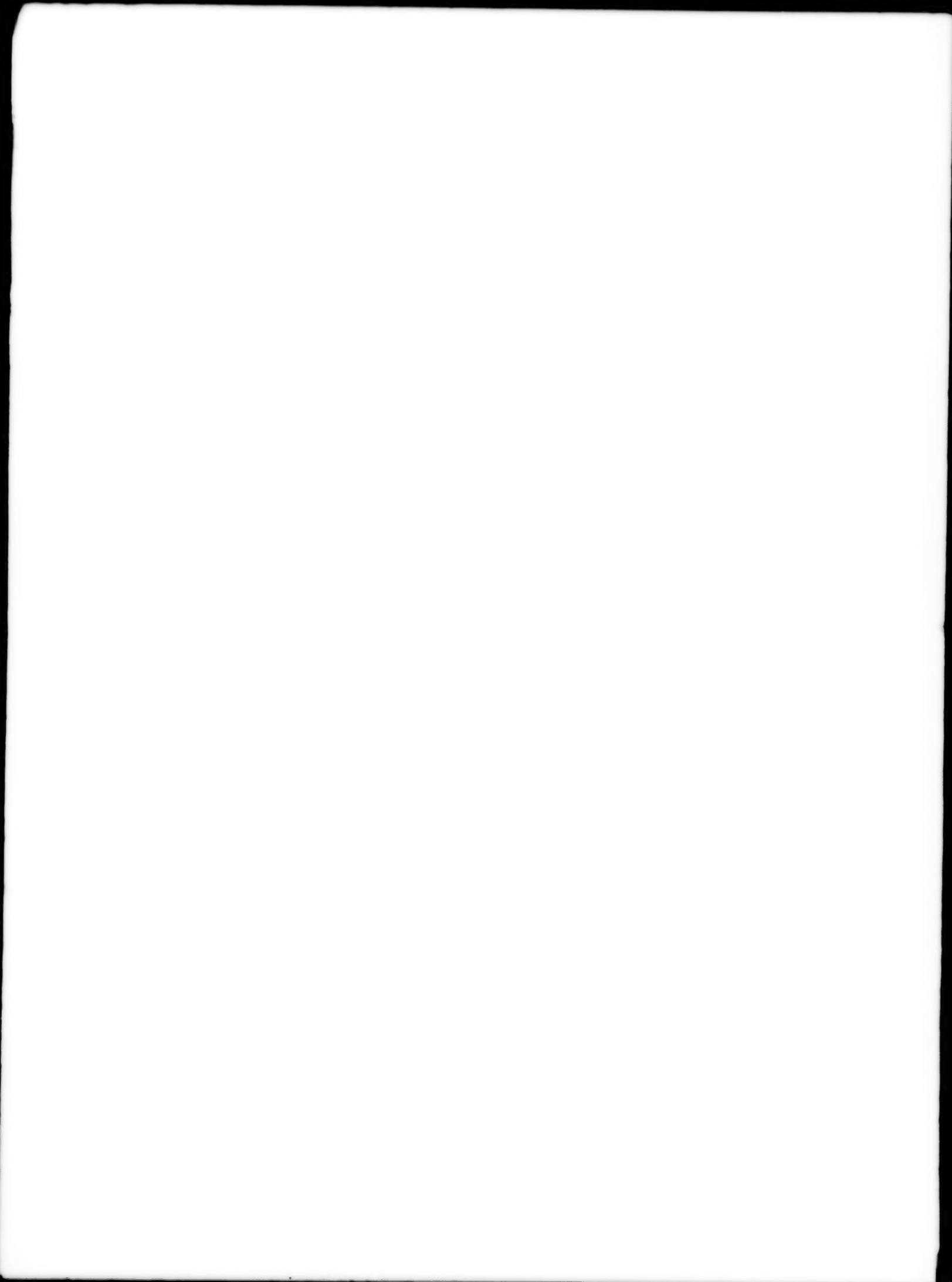
Director's Office
(301) 492-5929
(FTS) 492-5929

Media Affairs Officer
(301) 492-5948
(FTS) 492-5948

General Counsel
(301) 492-5939
(FTS) 492-5939

**To report incidents of racial harassment and hate violence
and to request assistance, call the national toll-free hotline at:**

1-800-347-HATE.



END

1-10-92